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ABSTRACT

This document describes a vision for education in the state of Washington and offers a proposal for the state legislature's consideration. An article by the Governor, Booth Gardner, provides an overview of the state's vision for education, discussing the seven assumptions of school improvement, the shift from a focus on inputs to student outcomes, the state's four learning goals, the new student certificate of mastery, professional development provisions, accountability, and deregulation. The following sections highlight legislative and nonlegislative recommendations. Closing sections contain additional comments, a glossary, a list of statewide community forums, acknowledgements, and endorsements. (LMI)

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Governor's Council
on Education Reform
and Funding
December 1992

ED 362 988

Putting Children First

Improving Student Performance in Washington State

A challenge has been issued to Washington State that we simply cannot ignore. It comes from Asia, where students are held to higher standards of learning. It comes from Europe, where students are better prepared for work. It comes from the world economy, where our industries will be measured by the quality of those they employ.

The challenge also comes from within.
Too many of our children face unacceptably steep economic and social barriers to learning.
Some receive little support at home.
Some arrive at school hungry.
Almost all are expected to adapt their individual learning needs to a monolithic system ill-equipped to help students succeed.

As Washingtonians, we must adopt a new attitude toward education: All children can learn.

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The Honorable John Betrozoff, State Representative

The Honorable Judith A. Billings, State Superintendent of Public Instruction

The Honorable Emilio Cantu, State Senator

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A Letter from the Governor

Our state's Constitution is uncompromising in its view of learning: "It is the paramount duty of the state to make ample provision for the education of all children residing within its borders, without distinction or preference on account of race, color, caste or sex..." Our forebears' common wisdom, expressed more than 100 years ago, seems even more sharply defined today as we take up the imperative of remaking our schools for the 21st century.

Now, we must expand our concept of the state's "paramount duty" to include the creation of a school system that fosters the education of all.

Washington's history reminds us why we must not shrink from the task of education reform. In the early 1900s, schools advanced the welfare of our state and its citizens by becoming the ticket to middle-class security for millions of young men and women who had, until then, grabbed lunch buckets or mops and headed out to work as soon as they entered their teens.

While our society has evolved from sawdust to software, change in our schools has been incremental. A system that nurtured this generation and raised our grandparents' ambitions 80 years ago remains much like the one in which our sons and daughters are enrolled today.

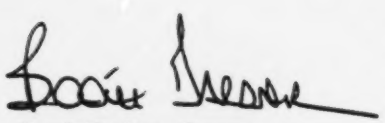
Now a new challenge has been issued to Washington State, and we simply cannot ignore it. The challenge comes from Asia, where students are held to higher standards of learning. It comes from Europe, where students are better prepared for work. It comes from the world economy, where our industries will be measured by the quality of those they employ. **As Washingtonians, we must adopt a new attitude: All children can learn.**

For more than a year, the Council on Education Reform and Funding has listened to hundreds of parents, educators and business leaders. They have told us that many of our schools are first-rate. They have told us that our best young people match the talents of the best in the world. But they have also told us that too many of our young people leave school without the skills they need to master the challenges they will face in work and life. The Council agrees. We believe that Washingtonians must undertake far-reaching changes in education. **Our schools must become the cutting edge of our efforts to lead our people into the 21st century.**

We should be under no illusions about the dimensions of the challenge before us: Whether we are able to teach our youth to learn will determine not only the health of the communities, state and nation they inherit, but their personal well-being in the future.

As we have worked together during the past 18 months, we have concluded that what's needed is a radically new vision of knowledge and learning in our state. This document describes that vision and incorporates a comprehensive proposal for the Legislature's consideration. The proposal begins with standards for student performance. It calls for new methods of assessing what students know and are able to do. It offers a remarkable new framework to encourage and reward flexibility and professional growth for teachers and administrators. It advocates community and parental involvement in school governance. And it goes beyond rhetoric by providing additional resources to turn this vision into reality.

The proposal is a blueprint for change. But rather than being viewed as a list of state mandates, the Council's work is rightfully understood as a shared vision to help our people identify and continuously shape and define their sense of common purpose.



Booth Gardner, *Governor*
Chairman, Council on Education Reform and Funding

A Changing World

A perspective from Governor Booth Gardner

In recent decades, Washington and the nation have been awash in change. Our communities have changed; our technology has multiplied; our workplaces have been remade; and our economy has been reshaped almost beyond recognition.

The state's economy has been a mirror of national and global developments. Washington is America's greatest exporting state. The products of our farmers, loggers and high-tech entrepreneurs, of our aerospace and other manufacturers, are powerful engines helping the nation's balance of trade. Of necessity, what happens elsewhere matters here. Our manufacturing industries have risen and fallen with the tides of national and international economic shifts—changes in exchange rates, stock market surges and a hard crash, mergers and buy-outs, and intense competition in an increasingly interdependent global economy. The timber industry has gone through good times and bad in the face of changing demand for its products and new conflicts about the environment. Small firms have had to respond to dizzying rates of innovation in technology, production techniques, marketing strategies, and the very products and services demanded by their customers.

Our work force has coped as best it could as job opportunities continuously recreated themselves, melting away in some sectors and regions while growing in others, and then reversing course. Change is rarely easy. While Washingtonians have faced change with their typical resilience, the pace of events in recent years has been difficult for many, often threatening.

Clearly, all of us—as individuals, communities, and as a state—have reached a kind of rubicon in our common life, a point of decision. **We can choose the future we want.** We can make a conscious effort to ensure that the people, products and services in Washington define a standard of excellence for the world. That effort promises a high-skill, high-wage future for our people. Or, we can play catch-up as companies in other states and countries set the pace for product and service excellence and dictate the standard of living for our people. We dare not choose badly.

To choose well is to go on the offensive. Creating a better future is not the responsibility of our schools alone. A complex calculus will determine the quality of life in our state. One part of the equation depends on the foresight of the men and women leading our businesses, large and small. Another depends on a continued stream of innovation from the state's colleges and universities. Yet a third requires investors and financial institutions willing to risk their capital in promising new ideas.

But the full potential of all these together can be realized only if our state can draw on highly skilled employees capable of continually renewing their skills as the world and work places change around them. That is where our schools enter the equation. The Council's fundamental conclusion is that Washingtonians must reshape the state's school system so that it fosters the education of all. We must put children first. All of them can learn. It is time we acted on these beliefs.

At the national level, the nation's governors and the White House made a good start toward acting on these beliefs in 1989 when they developed six national education goals. These goals cover the entire spectrum of learning and development in America, from school readiness to lifelong learning. Goals, however, are not self-fulfilling. If they are to be attained, every student, parent, community and state will have to work toward them relentlessly. "Putting Children First" responds to these goals, but it goes beyond them to address the needs of Washington's children and families.

National Education Goals... By the year 2000

1. All children in America will start school ready to learn.
2. The high school graduation rate will increase at least 90 percent.
3. American students will leave grades four, eight and twelve having demonstrated competency in challenging subject matter including English, mathematics, science, history and geography, and every school in America will ensure that all students learn to use their minds well, so they may be prepared for responsible citizenship, further learning, and productive employment in our modern economy.
4. U.S. students will be first in the world in science and mathematics achievement.
5. Every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.
6. Every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning.

In many ways, what we seek are citizens who are literate, not simply in the traditional sense, but in the literacy requirements of a new world. We need adults who are comfortable with both English and mathematics, the language of science and technology. We need citizens who can grasp mathematical and scientific principles and use them to solve problems in their everyday lives and on the job. We need people who are fluent in the world's languages, can deal comfortably in a multicultural society, and can appreciate the cultures of others.

We need citizens who have completed their education by demonstrating their mastery of world-class standards defining what students should know and be able to do. Above all, our people must be able to think critically and creatively, form reasoned judgments and solve problems. The Council wants our students to emerge from school as responsible, contributing members of their families, their communities and their state's economy.

These characteristics are easy to state but difficult to achieve. They will demand much more of students. Developing them can only be done in partnership with teachers, administrators, support staff, parents and members of the larger community, all of whom must make a greater commitment. But they can be developed. This document, and the legislative proposal with which it concludes, explains how we can do so.

The Lessons of 15 Years

Long before the National Commission on Excellence in Education launched a nationwide education reform movement with its report, "A Nation at Risk," the state of Washington had been at the forefront of efforts to educate all children well. Like much of the reform movement and most other states, Washington's initiatives were grounded in conventional wisdom. *That wisdom was founded on three broad myths:*

Myth 1 Schools can be improved from the top down. What this really said is that local teachers and administrators cannot be trusted to exercise their best professional judgment.

Myth 2 Tinkering at the margins is good enough. To say the same thing another way, this principle held that the basic system is fine, it just needed a little fine tuning.

Myth 3 Worry about means, not ends. This was one of the biggest mistakes of all. The mistake lay in thinking that attending to such issues as funding formulas and curriculum requirements would ensure well-educated graduates.

In the course of the last 15 years, our experience has taught us that these assumptions are not good enough. **Washington and its people cannot prosper in the new environment in which we find ourselves without a radical new set of beliefs to guide our efforts.**

It simply is not true that reform can be imposed from on high. States can—indeed they must—establish goals and standards for learning; but they cannot—indeed, they should not—dictate the minute interaction between teacher and student.

Despite some promising progress since the Basic Education Act of 1977 was enacted, the state's experience confirms the self-evident: 296 school districts and 1,750 schools in Washington cannot be managed from Olympia. State officials can tie funding to teaching loads and specify the number of hours of study for particular subjects, but students cannot be processed on an assembly line. Productive, long-lasting change, itself a learning process, will come about only if its course is charted at the local level.

Moreover, the major difficulty with education in our state and elsewhere is not one of fine tuning a productive system. The essential problem is that too many fine people, including professional educators, are trapped in an outmoded system, a system developed to meet the needs of a long-gone era, a system that stifles professional innovation and creativity with layer upon layer of rules and regulations. We have created a structure in which virtually anyone can say, "No, you cannot do that," and virtually no one can say, "Yes, that's a good idea. Go ahead." The system itself needs to be rebuilt.

Finally, although the means of education are important, they are simply means to an end. The real end is not funding or curriculum or teacher loads, but the skills and knowledge with which Washington youngsters leave school. This end, in economists' terms, the "output" of schools, deserves at least as much attention from educators and policymakers as other aspects of schooling.

It appears clear that we need a new set of working assumptions to help guide state officials, local teachers and administrators, and the parents, business leaders and townsfolk who work as education's partners. Experience with "Schools for the 21st Century," a program enacted with overwhelming support in the Legislature in 1987, helps point the way ahead. This highly successful effort allowed schools and districts to spend ten additional school days planning and implementing improvement programs. Many of these schools applied for waivers of state regulations. Many mounted school-wide improvement projects. They used the additional time for substantial teacher and staff training.

Most focused on what they wanted their graduates to know and be able to do. Based on this experience, as well as the state's national leadership in providing pre-school programs for every "at-risk" four-year-old, *seven basic assumptions can serve as the foundation for school improvement:*

- **All students can learn at significantly higher levels.** Our future depends on developing the full talents of all our young people. This assumption carries with it major new responsibilities for schools and public officials, as well as for students and their families.

- **We should worry as much about ends as means.** The state should establish goals for student learning, and the education system should emphasize student performance and results rather than the administration of routine policies and procedures.

- **Student assessment should be based on performance and mastery.** All students should be assessed on their mastery of learning goals.

- **New accountability mechanisms must be developed.** If Washington is to enjoy the benefits of a world-class economy, it needs school graduates capable of matching world-class education standards.

- **The professional growth of educators must be encouraged.** A performance-oriented education system cannot be created without the full use of the talents of local educators. A major new program offering ample opportunity for professional development and rewards for outstanding performance is required.

- **Regulatory burden must be lifted.** With the exception of rules governing health, safety and civil rights, most public school regulations can safely be eliminated.

- **Major new efforts require new resources.** Existing school formulas should be both amply funded, as mandated in our Constitution, and distributed more efficiently. Additional funds should be targeted on specific needs tied to specific improvements and actions.

These new assumptions add up to a mandate to change the current education system from one controlled by, and focused largely on, inputs to one designed to improve student outcomes, i.e., student learning. Creating such a system, of necessity, requires changing customary ways of doing business. If schools are to focus successfully on student performance across-the-board, we need to develop different ways of making decisions and getting work done. If state regulation was the touchstone of education administration in the recent past, local collaboration must be the guiding force in the future.

Schools were once "locally owned" institutions and a source of intense interest not only for parents, students and educators, but also for local business owners, community leaders, citizens and public officials. Washingtonians need to restore that sense of local ownership by encouraging many more opportunities for far more intense collaboration between schools and the local community. Collaboration should be fashioned around what is best for increasing student achievement.

Education's Ends — Student Learning Goals

At the root of the Council's proposal lie four learning goals for all students. Without these goals, the other reforms proposed will be rendered meaningless. The Council wants to stress that education is about far more than earning a living or contributing to the nation's productivity. There is much more to life than going to work in the morning. A solid education is its own reward and has value far beyond specific skills. In combination, the four goals below represent the skills and attributes our young people will need to function effectively in their families, their communities, their local economies and their personal lives.

Washington's Student Learning Goals

Schools, together with parents and communities, will ensure that all students develop the knowledge, skills and attributes essential to function effectively and lead successful lives:

Goal 1 Communicate effectively and responsibly in a variety of ways and settings.

Goal 2 Know and apply the core concepts and principles of mathematics; social, physical, and life sciences; arts; humanities; and healthful living.

Goal 3 Think critically and creatively, and integrate experience and knowledge to form reasoned judgments and solve problems.

Goal 4 Function as caring and responsible individuals and contributing members of families, work groups and communities.

Associated with each of these goals is a set of "outcomes", a series of things that all students should know and be able to do. What do these outcomes mean in practical, everyday terms?

With regard to **Goal 1, every school graduate in Washington should be able to gather, organize, and analyze information**— by reading, talking to friends, visiting museums or art exhibitions, using computers—

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and express their ideas and conclusions effectively, either in conversation or in writing. Goal 2 involves the entire domain of human knowledge: to participate productively in our democratic society, all Washingtonians should have some appreciation of mathematical and scientific principles and structures, a broad awareness of social, economic, and political systems and developments, and an appreciation of the arts and humanities and the elements of good personal health.

On a different level, **Goal 3 asks people to apply their knowledge.** Our people are faced with many complex problems today. Young people leaving school will be ill-prepared for coping with them unless they can think their way through problems systematically and logically. They need to be able to identify problems, think about solutions, and make informed choices. And they often need to integrate information and ideas from many different sources and fields to arrive at a conclusion.

Finally, **Goal 4 revolves around our obligations as human beings to ourselves, our families, our work groups, and our communities.** While it is included in the Council's goal structure, measurement of this goal is difficult, sometimes impossible. Goal 4 involves such essential personal qualities as honesty and ethical behavior, self-direction and life-long learning, and the adaptability and flexibility required in uncertain times. Students who have mastered Goal 4 will be good citizens— and productive workers and business owners— because they understand both their rights and their responsibilities.

Standards, Assessment and Mastery

Current state standardized achievement tests suffer from all of the shortcomings of standardized achievement testing nationally. They are, for the most part, machine-readable, multiple-choice tests that do little to encourage complex thinking on the part of students. They do not require that students demonstrate their ability to write and reason, or display the mathematical and scientific thinking behind their answers. They test students "on a curve," i.e., against each other, rather than against the material to be mastered.

In 1992, bipartisan majorities in the Legislature established the Commission on Student Learning and asked it to establish statewide student performance standards (Essential Learning Requirements) and a "performance-based assessment" system in place of current standardized achievement tests.
As part of this new assessment system, the Commission will develop a "certificate of mastery", a certificate all students will be required to earn

before receiving a high school diploma. The certificate should serve as cumulative evidence of what students know and are able to do.

The certificate will serve as a new form of credential that, unlike the high school diploma which largely acknowledges courses completed, validates student competence in the learning goals. It is intended not to replace the high school diploma, but to supplement the diploma, and it should prove as valuable to students planning further immediate education as to those planning to enter the work force. The certificate is intended for all students. It should provide assurance to employers and colleges and universities that students do, in fact, possess the knowledge, skills, and aptitudes expected of a high school graduate.

With regard to the certificate of mastery, the Council anticipates that students will have the benefit of multiple opportunities to demonstrate their mastery. Most students will obtain the certificate around age 16. Whenever the certificate is obtained, students will have it in hand before entering the later high school years. Then they can benefit from a rigorous interdisciplinary curriculum designed to prepare them for work or immediate further education, a curriculum including technical subjects and the arts, sciences and humanities, coupled with internships and apprenticeships as appropriate.

The Council applauds the establishment of the Commission on Student Learning, confident that its agenda fully responds to the need for new assessment systems in our schools. While the nature of the Commission's recommendations remains to be developed, this Council expects that the performance-based assessment system will incorporate the learning goals defined above as well as the rest of the Council's recommendations.

Finally, with respect to assessment, the Commission will also develop standards for all "certificated" school staff (e.g., teachers, educational staff associates and administrators), standards of what they should know and be able to do to help all students meet new learning requirements.

Teachers and administrators need to be much more aware of diverse learning styles, emerging teaching strategies, and new possibilities for integrating new technologies into the curriculum. These new standards will be in place by 1996-97 for all staff, elementary and secondary.

The Commission's proposal also promises a dramatic break with current procedures for certifying new teachers. In place of automatic certification of new teachers who have completed undergraduate teacher preparation

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programs approved by the State Board of Education, the Commission will develop a performance-based assessment system as the foundation for certifying new teachers. Certification of teachers already in the schools will be honored. Advanced voluntary certification will be provided by the National Board for Professional Teaching Standards after 1996-97.

Professional Development

Schooling in Washington cannot be reshaped without a major new effort to encourage and reward professional development of educators. The Council believes the professional development program of the Commission on Student Learning is absolutely essential to the improvement effort outlined in this document. The purpose of the effort? To coordinate, plan and implement a professional development program for local educators.

Two aspects of the proposed Commission on Student Learning's work program deserve particular mention: the Professional Development Account and the Mentor Program. These two efforts promise to put Washington at the forefront of state efforts to improve education.

Professional Development Account

The Commission will establish a statewide Professional Development Account to help equip educators with the skills needed to help students achieve essential learning requirements. **The account will provide grants to local school districts to support, on an annual basis, additional non-student school days to help schools design and implement broad school improvement plans.** These programs are to be school-specific and oriented around student performance. The account will support two kinds of staff development grants, up to five days (1993-95) and up to ten days (1995-97 and beyond).

Eligibility for the first (five-day) grant requires districts to submit an application to the Commission to develop a broad strategic restructuring plan.

Of critical importance to the success of this effort is the requirement that everyone with a stake in the schools be involved in the development of the plan, which should:

1. Include a broadly based governance council,
2. Cover virtually all aspects of school operations, and
3. Provide the governance council with authority to make management, budget, personnel and program decisions affecting instruction.

Eligibility for the second (ten-day) grant is nearly identical, but also requires districts to demonstrate evidence that the plans are being implemented and will improve student performance. Districts with existing broad-based restructuring plans may apply for implementation grants immediately.

Mentors

Nationwide, nearly one teacher in seven leaves education within seven years of entering the classroom. Most leave in the first year or two, and experts acknowledge that new teachers find the first year of teaching extremely difficult. A number of experiments in recent years indicate that experienced mentors— so named after Ulysses' wise and faithful counselor— can **help novice teachers bridge the gap between the theory taught in college classes and the reality encountered in the classroom.** The Commission will develop a Mentor Program to provide a ratio of one full-year, full-time mentor for every 15 first-year teachers in the state, as well as mentors for principals and other educators. As a way of improving individual performance, mentors will also be available, as needed, for all educators whose skills need refurbishing.

Accountability

Accountability is a major theme of the Council's proposals. **Accountability across the board drives a performance-based system.** It is at the heart of the learning goals established by the Council and the outcomes by which they will be measured. It permeates the Council's recommendations for new standards and assessments, and the requirement for school site plans responsive to local needs. It runs throughout the complex interrelationships among schools, teachers and students, schools and communities, parents and administrators, and schools, school districts and the citizens of Washington.

In addition to these features, the **Council's proposal also calls on the Commission on Student Learning to report regularly to the Governor and the citizens of Washington on the progress being made in districts and schools to meet the performance requirements outlined above.**

The Council expects the Superintendent of Public Instruction (SPI) to become a much more rigorous advocate of the new performance-based education system we propose. **The SPI will also publish an annual report to the Legislature and the state on the implementation of this system and the educational progress of students, schools and districts.**

In the meantime, **the Council calls for schools to report annually to their communities and their school boards beginning in 1994-95, and for school boards to report annually to the Commission and the Legislature.** These comprehensive reports should include data on student progress toward the learning goals, change rates of special-need and at-risk students, attendance and completion rates, post-graduation success, the condition of school facilities, community satisfaction, and other issues as determined locally.

But accountability is a two-way street. **If accountability mechanisms are to be effective, they must provide rewards and assistance as well as consequences.** The Commission on Student Learning, in fact, will consider all three.

Beginning in 1997-99, **the Commission will develop a rewards program to provide incentives awards to schools meeting performance goals.** Each school will be assessed individually for this program which will be based on the rate of percentage change of students achieving performance goals, taking into account the particular needs and progress of special-need and at-risk students. The reward will be in the form of cash that the school may use as it sees fit. As part of this effort, the Commission will also develop an assistance program to help schools and districts experiencing difficulty.

At the same time, schools and districts that do not show improvement over time may be subject to a consequences program. Reserved solely for schools and districts that persistently or dramatically fail to meet performance goals, even after receiving assistance, the consequences program would consider a wide range of possibilities for improving school performance, including, if necessary, reassigning students and staff.

Deregulation

New learning goals for students, new professional standards for teachers and administrators, meaningful student assessments, and changes in school governance are all geared to ensuring that our state's learning goals are met.

How the goals are achieved will be left largely to local communities. The Council's proposal asks the Legislature to consider repealing entire bodies of law that prescribe how public school educators should carry out basic tasks, the time they must spend in the classroom, the number of days in an academic year, and so on.

Our intent is that, to the maximum extent possible, all rules and regulations inhibiting increased student performance be repealed. The Council understands that this is a very tall order and that reasonable people may disagree on the necessity of particular rules and regulations. Therefore, a review process is recommended involving the SPI, the State Board of Education, and the Commission on Student Learning—a process designed to:

1. Review every law and regulation for repeal.
2. Justify, maintain and, if necessary, improve those laws, rules and regulations essential to maintaining student performance.

If advocates cannot demonstrate a concrete and real

relationship—as opposed to an implied relationship—between specific regulations and student growth, the Council sees little justification for retaining such regulations.

Additional Considerations

In addition to the major conceptual framework outlined above, the Council also considered a number of long-standing educational issues that deserve priority attention from the public.

Funding

Of these other issues, the system of school finance in Washington is undoubtedly one of the most important. The state of Washington provides about 80 cents of every dollar spent locally on K-12 public education. The state's "paramount duty" to provide for education carries with it an obligation to distribute its resources fairly and equitably and to encourage greater equity in local school finance as well. **The Council believes that existing school formulas should be both amply funded (as mandated in our state constitution) and distributed more efficiently.** Moreover, additional funds should be targeted on specific needs tied to specific improvements and actions. **The Council believes the state needs a funding system oriented toward student achievement rather than inputs, a system that is ample, flexible, stable, equitable, straightforward and accountable.** The Council asks the Legislature to design, enact and implement such a system.

School Choice

The Council believes in encouraging as much choice as is possible within the context of publicly-supported schools. The Council recommends that all out-of-district tuition and transfer fees be prohibited beginning in 1993-94.

Technology

Throughout the United States, public entities lag far behind the private sector in the adoption and utilization of new technologies. Our impression is that public schools lag far behind most of their public colleagues (e.g., units of state and local government and colleges and universities) in the use of technologies, despite the fact that new telecommunications technologies, including interactive technologies, hold great promise for improving instruction and student achievement of learning goals.

Two broad new initiatives to advance the use of technology in Washington's schools are recommended:

- **Integrated two-way carrier system.** The state should support an effort to develop and implement a statewide program to tie together schools, districts, educational service districts and institutions of higher education. This system can improve communications immediately and help educational institutions share library resources and their common experience.

- **Washington State Technology Initiative.** The Superintendent of Public Instruction should support an effort to help schools integrate technology with planning, training, managing and teaching.

With regard to the Washington State Technology Initiative, special grants to districts that include technology as part of their strategic restructuring plans are recommended. The funds should be available for computers, telephones and telephone lines, and for the purchase of integrated software programs. The Council believes it is good public policy to require that local districts put up at least 50 percent of the funds they plan to spend on technology, and that the state match local contributions as part of the plan, adjusted for the districts' ability to pay as measured by relative property tax wealth.

Readiness to Learn

One of the tragedies of American education is that too many youngsters do not start school on a level playing field. **While their more advantaged peers arrive from secure homes already knowing their letters, numbers and colors, perhaps already reading, "at-risk" children—those from poverty, those who have never known one or more parents, those from abusive families, those in foster care, or those challenged by disabilities—frequently arrive already lagging behind.** The challenges of learning are difficult for these children and the problems they face outside school often overwhelming.

Washingtonians already provide pre-school programs for all at-risk four-year-olds. **The Council recommends a significant new effort to help schools meet the needs of these children and their families, an effort to identify these children earlier and encourage greater collaboration among the many organizations capable of providing services for these youngsters.**

As part of the Council's interest in providing greater flexibility and support for these activities, it also wants to ensure that the money is effectively and efficiently used and produces results. To that end, we recommend a pilot effort beginning in 1993-94, with staged development throughout the state by 1999.

The Council also recommends that the Family Policy Council review existing services delivery for these children and their families and make recommendations for improved service delivery, local collaboration, and means of assuring more efficient and effective use of resources by November 1993.

College Scholarships

The Council recommends that by 1998, Washington establish a plan to provide every deserving student who holds a certificate of mastery and a high school diploma with a scholarship for two years of higher education at a state-supported institution.

Making It Happen

The vision of education that has guided the Council cannot be wished into existence. It will require a lot of time and effort. It will also require additional funds. While schools undoubtedly can and should effect some efficiencies and savings through deregulation and better use of current money, additional resources will be needed to make this proposal real.

The Council's proposal calls for an immediate additional investment (1993-94) of $94 million to begin implementing its recommendations. In the first biennium, the Council believes its recommendations will cost a total of $203 million. Over the six-year life of the proposals, total new resources will exceed one billion dollars.

These resources are an additional expense to be born by the citizens of Washington state. In the Council's view, the expense is viewed properly not as a cost but as an investment in our future. As the National Commission on Excellence in Education put it nine years ago, **"Excellence costs. But ignorance costs far more."**

Legislative Recommendations

The mission of Washington's K-12 education system is to enable people to be responsible citizens, to contribute to their own economic well-being and to that of their families and communities and to enjoy productive lives. To these ends, schools, together with parents and communities, will ensure that all students develop the knowledge, skills and attributes essential to function effectively and lead successful lives.

This mission will be accomplished through a restructured system of world-class, performance-based education requiring all the elements contained in this comprehensive, integrated proposal. Additional improvements envisioned will be brought about through different practices at the local level that bring legislative concepts to reality.
The Council believes that real improvement will come to student achievement when all parties responsible for education evaluate current behavior and modify it according to what is best for students. Students will learn more when parents take more responsibility for their child's education, when businesses assume greater responsibility for supporting schools, and when educators take responsibility for meeting the diverse educational needs of all students.

It is the intent of the state that all children will achieve at significantly higher levels. The education system, from the school house to the statehouse, must be responsible and accountable to citizens for meeting specific goals and outcomes. For all students, learning will be the constant; time spent on learning and gaining competence will be the variable. For all parents, greater involvement in their child's education is critical to their success.
It is the intent of this recommendation that parents be equal partners in the education of their children. Parents will also play a significant role in local school decision making, including management, budget, personnel and program decisions affecting instruction at the school level.

Performance-Based Education Act of 1993 (PbEA 93)

The following elements of a comprehensive, integrated system are proposed as a legislative package specifically designed to change our current education system from one controlled by and focused on inputs to one designed to support improved student outcomes. **The foundation of the new system is the establishment of specific statewide learning goals and outcomes.**

The Student Learning Goals (described below) are essential to an outcome-based system, with the rest of the elements designed to support student success in demonstrating them.

Creating a performance-based education system will also require different ways of making decisions and getting work done. Collaboration among parents, students, educators, community members, and elected officials will be a strong part of everyday effort. The student shall be responsible for his/her performance, given positive support from parents and community, and instructional guidance from the schools.
All systems and programs should be focused on what is best for increasing student achievement. Their total purpose is to ensure that all students learn and perform at significantly higher levels than today.

Student Learning Goals

In order to increase significantly the performance of all Washington students, Student Learning Goals are proposed. The Goals should be adopted by the Legislature and updated every decade.

The Goals and their Outcomes will be used to develop measurable Essential Learning Requirements, and a Performance-Based Assessment System. Students demonstrating competence of these essential learning requirements will receive a Certificate of Mastery.
A Certificate of Mastery is based on student demonstrated competence on both long term performance and written measures based on the Student Learning Goals.

The Certificate of Mastery is a developmental benchmark intended to establish a standard of performance tied to world-class levels. It is cumulative evidence of what students know and are able to do. The certificate is earned once all the components are mastered. The certificate of mastery will be achieved by most students around the age of 16. Any student having difficulty mastering the Certificate of Mastery standard shall be provided with alternative instructional opportunities and strategies designed to help move the student toward meeting the standard.

After the certificate is obtained, students will be able to embrace a wider range of quality, integrated learning choices than currently exist. These choices will be interdisciplinary and may include apprenticeships, applied technical learning, work site internships, college or college-prep courses, or combinations of these which will prepare students for either entering the work force and/or further education.

A student will normally graduate from school around the age of 18 with a Certificate of Mastery and a high school diploma. Students who are unable to meet the standards established by the goals for the Certificate of Mastery will be encouraged to pursue them until age 21.

Districts may add locally funded goals in addition to the state-wide goals.

Goal 1 Communicate effectively and responsibly in a variety of ways and settings.

Outcomes—each student:

- Gathers information and ideas through listening, observing, participating and reading.
- Organizes, analyzes, and applies information and ideas.
- Expresses information, ideas, and emotions by using written and oral language and the arts, and by working with materials.
- Uses appropriate technology to gather, process and express information and ideas.

Goal 2 Know and apply the core concepts and principles of mathematics; social, physical, and life sciences; arts; humanities; and health and fitness.

Outcomes—each student understands and uses:

- The mathematical principles, structures and concepts.
- The scientific principles, structures and concepts.
- The principles, structures and concepts of social, economic and political systems.
- The principles of democratic living, including an awareness of cultural diversity.
- The principles, structures and concepts of the arts and humanities.
- The elements of health and fitness.

Goal 3 Think critically and creatively and integrate experience and knowledge to form reasoned judgments and solve problems.

Outcomes —each student can:

- Engage and apply problem-solving by identifying problems, formulating alternative solutions and consequences, analyzing and evaluating information necessary to solve problems, applying analysis in making informed choices based on information and consequences, and selecting and applying appropriate technology to solve problems.
- Integrate information, ideas, materials and equipment from multiple disciplines to solve problems.
- Make connections between what is already known and new fields of knowledge.
- Make connections that have personal relevance and meaning.

Goal 4 Function as caring and responsible individuals and contributing members of families, work groups, and communities.

Goal 4 outcomes are subjective and difficult to measure. To the extent practical, desired outcomes of goal four will be defined through specific learning requirements. They are listed as elements of citizenship and personal responsibility essential to democratic living. They recognize that students must be equipped to:

- Build within themselves personal attributes of honest and ethical behavior, self-directed lifelong learning, adaptability and flexibility in the face of the known and unknown, resourcefulness and creativity, self-esteem and self-discipline, and interpersonal and leadership skills;
- Develop citizenship through acceptance of rights and responsibilities of self and others, civic participation and community involvement, and a multi-cultural and world view;
- Develop motivation and persistence, positive work habits, and productive team member skills.

Commission on Student Learning

The Commission on Student Learning was established by the Legislature in 1992 to establish policy (SSB 5953). The Office of the State Superintendent of Public Instruction shall provide administrative oversight and be the fiscal agent for the Commission.

As defined by SSB 5953, the Commission will:

- Develop statewide student performance standards (essential learning requirements) based on the Student Learning Goals of the Governor's Council on Education Reform and Funding;
- Develop student assessment and school accountability systems;
- Plan and implement a professional development program for educational staff, and;
- Take other actions necessary to develop a performance-based education system.

The current state standardized testing system will be utilized until the broad-array, performance-based assessment system is in place by 1996-1997. As part of the new assessment system, the Commission will develop a Certificate of Mastery.

The Council recommends adding to the Commission on Student Learning the following responsibilities necessary for an integrated educational reform package.

The professional responsibilities include:

- Establishing standards of what educators must know and be able to do;
- An educator training and development program;
- School management planning and staff development accounts;
- A mentor program, and;
- A school rewards, assistance, and consequences program.

Other responsibilities include:

- Recommendations on how schools can reconfigure grades K-4;
- Developing recommendations to school districts for integrating Student Learning Goals into the learning process;
- Conducting an ongoing review of the elements necessary for implementation and real costs of the reform program to be sure that funding is matching the needs and that the new system is flexible and being modified as need arises, and;
- Reporting annually to the Governor and the Legislature with changes and implementation recommendations and appropriate requests for funding.

To assist the Commission on Student Learning, technical groups consisting of a broad mix of practitioners, parents and other citizens from across the state will advise the Commission in the development of policy.

Determining What Educators Must Know and Be Able To Do

The Commission, in consulation with the State Board of Education and other professional groups, will develop standards for what teachers, educational staff associates and administrators (all certificated staff) should know and be able to do to assist students in developing mastery of the essential learning requirements, and a new individual performance-based assessment system of certification to replace the State Board of Educations' current program approval certification process used for higher education institutions. The standards will be developed by 1995-1996 for elementary schools and 1996-1997 for secondary schools.

Professional Development

The Commission on Student Learning will coordinate, plan and implement a professional development program. It will have technical practitioner work groups consisting of a majority of parents, practitioners and other citizens with a broad mix of experience to provide assistance to the Commission.

School Planning and Staff Development

Education reform will not take place without professionals prepared to meet the challenge of helping all students achieve at higher levels. The Council values the roles educators play in the lives and success of students.

The system under which staff are educated, recruited, evaluated and compensated must be geared to bring the best and brightest candidates into the schools. The focus of schooling must shift from teaching to learning, from the passive acquisition of facts to the application of ideas to solve problems.

The Council's goal is to create a system in which professional and financial rewards, greater autonomy and expanded career opportunities attract highly qualified people who might otherwise follow a different career path. Staff agrees to higher standards for themselves and accountability for student performance.

The financial rewards must attract highly qualified candidates. They should include adequate salaries, flexible and secure pension systems, improved classroom conditions and adequate health benefits. These support conditions, in tandem with greater staff authority envisioned in this plan, are essential if schools which will enable students to meet their objectives are to attract top-quality staff.

To equip educators with the skills needed to help students achieve the essential learning requirements, the Commission will establish a Professional Development Account. An allocation to the account of $54 million annually beginning in 1993-1994 and $108 million annually beginning in 1995-1996 will be provided to fund two-year grants each biennium.

The purpose of the grants is to provide additional resources for non-student days for schools to design and implement site-based professional development, and to design and implement new site-based, higher performance delivery systems.

Grant allocations shall be determined by the number of certificated and classified staff in each building. The allocations shall be figured on $200 times five days for certificated staff and $125 times five days for classified staff in 1993-1994. In 1995 and beyond, it will be figured on $200 times 10 days for certificated staff and $125 times 10 days for classified staff. The funds will be available for use in a flexible manner to support the formation and operation of higher performance delivery systems through staff development.

In addition to the allocation for professional development, an additional allocation of $1,000 per school per year will be available to support the process. Each site council will determine how this resource is spent, and can include such things as paying for transportation and child care so parents can be a part of the council, and the hiring of other experts to assist the process.

To be eligible for annual staff development program grants beginning in 1993, districts must submit an application to the Commission on Student Learning to develop a broad-based strategic restructuring plan. This plan shall involve participation by everyone with a stake in the outcome and shall include continuous quality improvement, performance-based assessment, evaluation, technology, curriculum development and site-based decision-making with site councils of parents, staff, community members and age-appropriate students who are responsible for some aspects of school operations. The school board will grant authority to these councils to make management, budget, personnel and program decisions affecting instruction at the school level.

To be eligible for additional staff development program grants for 1995 and beyond, districts must submit an application which ensures and shows evidence that their broad-based strategic restructuring plans are being implemented and will improve student performance. This action shall include continuous quality improvement, performance-based assessment, evaluation, technology, curriculum development and site-based decision-making.

Districts which can show evidence that an existing broad-based strategic restructuring plan currently exists, and incorporate the elements described above, may apply for an implementation grant beginning in 1993.

Mentor Program

The Commission will develop a mentor program to provide mentors for all first-year teachers. A ratio of one full-year, full-time mentor to 15 teachers will be established. Part-time mentors may be available, and assistance for other instructional staff and principals will be provided, including for educators who are identified as having difficulty doing their job.

The Professional Development Account will receive $20 million a year, beginning in 1997-1998. Mentors will be limited to three years of consecutive service and remain employees of their respective districts with salaries, benefits and travel costs reimbursed to the district by the Commission on Student Learning. Districts will provide mentors with the right to return to their previous work.

Mentors may provide performance-based services in multi-district settings. Assignments and details of a mentor's work will be locally determined. The Commission on Student Learning, in collaboration with teacher preparation institutions, educational service districts and school districts, will develop criteria and a process for mentor selection, training, stipends and compensation.

Mentors may also be provided for educators who are identified as having difficulty performing their job at satisfactory levels. A specific performance improvement plan will be developed for those individuals to enable them to achieve success.

School Rewards, Assistance, and Consequences

The Commission on Student Learning will develop a system of rewards, assistance and consequences for school sites, taking into account the mobility of students.

Beginning in 1997-1999, the Commission on Student Learning will receive $100 million biennially to develop an incentive program to provide incentives to schools meeting performance goals. Each school will be assessed individually against its own baseline for the rewards program. Data will not be used to compare one school against another. Incentives will be based on the rate of percentage change of students achieving performance goals, and explicit account will be taken of the percentage change of special needs and at-risk students achieving performance goals, and the mobility of students. School staff will decide how to spend the reward.

The Commission on Student Learning will develop an assistance program to help schools and districts that are having difficulty meeting the performance goals and, beginning in 1997-1998, schools may apply for assistance from the Professional Development Account. An allocation to the account of $10 million annually will begin in 1997-1998. The Commission on Student Learning will develop a consequences program with a range of intervention levels at the school, district or state level for schools and districts that persistently or dramatically fail to meet performance goals after receiving considerable help through the assistance program.

The Commission will manage the rewards, assistance and consequences account to best support school improvement and provide incentives for teamwork.

Operating Budget

The Commission on Student Learning will be provided:

- $8 million annually, beginning in 1993-1994, for its operations relating to the requirements of SSB 5953. The resources will be used to develop standards and performance-assessment systems for students and certificated staff, to bring together educators to work on professional development issues, and pay Commission operating expenses;
- $54 million annually in 1993-1994, and $108 million annually from 1995 and beyond, for the School Management Planning and Staff Development Account;
- $20 million per year beginning in 1997-1998 to be allocated for the Mentor Program, and;
- $120 million every two years beginning in 1997 will be allocated to the School Rewards, Assistance and Consequences Account.

Governance and Accountability

This restructured school system replaces an accountability system based upon compliance with regulations, which prescribe how schools will operate, with an accountability system based upon student results. It anticipates that increased flexibility and decentralized decision-making will encourage imagination and initiative at the point of instruction.

However, it preserves the link between the electorate and those elected officials who are legally responsible for the governance and funding of public education. The Legislature retains its constitutional duty to make ample provision for the common schools of the state by monitoring the performance of the statewide education system and appropriating the resources for operating it.

That necessarily includes the authority to make such adjustments in the structure of the system as the Legislature deems appropriate. The State Superintendent of Public Instruction and the State Board of Education retain the responsibility for administering the various state activities relating to the public schools with the temporary assistance of the Commission on Student Learning. Local elected school boards retain the reponsibility for school district strategic planning, monitoring the performance of their districts' schools and delegation of decision-making authority to the district superintendents, other central office administrators, school principals, and site-based councils, as well as allocating financial and other resources to schools and programs.

Site-Based Performance Report

School sites will report annually to their communities and school boards. School boards will report annually to the Commission on Student Learning and the Legislature.

Reports will begin by 1994-1995 and include school site performance indicators as data becomes available. These data will include the change rate of students exhibiting mastery of the essential learning requirements; the change rate of students with special needs and at-risk students exhibiting mastery of the essential learning requirements; attendance and completion rates; post-graduation success; facilities condition and use; community satisfaction level; failure rate (if any); site council makeup; progress on strategic restructuring plan; and other locally desired issues.

Accountability of the Commission on Student Learning

The Commission on Student Learning will report regularly to the Governor, Legislature and to the citizens of Washington on the progress being made in the state's districts and schools in meeting the performance requirements of SSB 5953 and the Council's legislative proposal (PbEA 93).

The Commission on Student Learning will report to the Governor and the Legislature on the progress of developing performance standards; assessments; educator certification standards; school performance indicators; professional development programs; the mentor program; the school rewards, assistance, and consequences program; and recommendations on reconfiguring grades K-4.

The Commission on Student Learning will provide to the Legislature by March 1, 1993, a detailed work plan for the 1993-1995 biennium and each year thereafter. The work plan will include incorporating the PbEA 93 recommendations to the defined effort of SSB 5953.

The Commission on Student Learning and all of its associated effort shall be responsible to the Governor and the Legislature. Two additional members shall be added to the Commission on Student Learning. The Governor shall appoint the two additional members and a chairperson by February 1, 1993. The Governor shall fill any vacancy on the Commission.

In 1998, when the Commission on Student Learning completes its work, the Superintendent of Public Instruction will carry on the responsibility for the new performance-based education system. OSPI will publish an annual report to the Legislature and the state on the implementation of this system and the educational progress of students, schools, and districts.

The Role of the School Board

A school board's primary responsibility shall be setting policy that ensures all students attain the Student Learning Goals in safe, disciplined, and caring environments. Policy will be supported through the development of strategic planning.

School boards shall delegate adequate and appropriate authority to administrators and staff so the board can concentrate on increasing student achievement. To that end, school boards shall report to their communities the results of their policies and planning as well as student achievement.

Deregulation

Laws and Regulations

The new learning goals for students, new professional standards for educators, meaningful student assessments, and changes in the way schools function are geared to ensure that our state's learning goals are met. How the goals are achieved will be left largely to local communities. To accomplish this, the Council asks that entire bodies of law that prescribe how public school educators should carry out basic tasks, the time they must spend on currently specified subjects, the number of days in an academic year, and so on, be repealed or modified.

By 1997, the Commission on Student Learning, OSPI, and the State Board of Education will have reviewed all K-12 public education laws, except those that protect the health, safety, and civil rights of students and staff, with the intent to justify, modify, and maintain only those that contribute to achievement of the new system of performance-based education for all students.

To ensure that progress is maintained, all laws will be reviewed using a specific time-table starting in 1993. The Commission on Student Learning, OSPI, and State Board of Education will include a broad representation of citizens, including parents, students, educators, and others, to assist in the review process. Beginning in 1994, the Legislature will be presented with a list of all laws reviewed during the previous year and laws to be reviewed the next year. The Legislature is encouraged to repeal all laws pertaining to K-12 public education not justified through the review process by July 1, 1998. It is the intent of the Council that homeschooling and private education remain education options.

Therefore, to the maximum extent possible, all laws, rules, and regulations inhibiting increased student performance pertaining to K-12 public education will be repealed.

Funding System

The Legislature, in consultation with Office of the State Superintendent of Public Instruction, the State Board of Education, the state Office of Financial Management and the Commission on Student Learning, will design a new funding formula to be implemented beginning in 1997-1998.

The funding formula will support the new performance-based education system as outlined in this proposal. It will allow for maximum local control and flexibility, and it will satisfy the constitutional "paramount duty" of the state to provide an education for "all" its children. The funding system will emphasize student achievement rather than input formulas and will be ample, flexible, stable, equitable, simple and accountable.

The formula will be structured to provide and encourage local flexibility, creativity and decision-making. The formula will support every student with varying abilities and will ensure that every student will have an equitable opportunity to achieve the essential learning requirements. The formula will comply with the state Constitution and federal law and funding requirements.

The formula will reflect the state's responsibility to fully fund a basic education. Local levies will be used to enrich programs and will not substitute for state funding of basic education. School expenditures will be reported to the state and to local communities to exhibit how the school supports student achievement. Efficient financial and management practices at the local level will be required, with accountability indicators used to provide data for the Legislature.

The determination and revision of fundamental elements of the school finance system must be controlled by the state. The state will supply sufficient resources so students can achieve the desired learning outcomes in a measurable manner.

A new capital construction formula will also be developed. The formula will be based on providing and maintaining physical structures that enhance student learning. The formula will strive for sufficiency, equity, and stability of funding. It will also reward districts for proper maintenance and utilization of existing structures and for the creative use of structures to maximize learning and use of the facility for year-around schooling, joint community/ school projects and other uses. The capital construction formula will be consistent and integrated with the new funding formula developed for student learning.

School Choice

Beginning in 1994-1995, school choice legislation will be modified to ensure that all out-of-district tuition and transfer fees will be prohibited.

Technology

A statewide integrated two-way carrier system to tie schools, districts, educational service districts, and higher educational institutions together will be developed and coordinated. An allocation of $10 million will be made annually for this purpose beginning in 1993-1994.

The State Superintendent of Public Instruction will develop a Washington State Technology Initiative to help schools integrate technology with planning, training, managing and teaching.

Districts shall be eligible for technology grants if they have included technology use as a component of their strategic restructuring school site plans. Grant proposals must assure that resources used will fit into state and local integrated technology plans which will assist information flow and student achievement. Equipment and software must be compatible with widely used industry standards throughout business and education. An allocation of $15 million annually will be provided during the 1993-1997 school years to schools and districts to purchase equipment, phones, and integrated software programs.

The technology grants will be provided on a 50 percent state and 50 percent local matching basis, adjusted for the relative property tax wealth of the districts.

Teacher and Administration Certification

New teacher, educational staff associate, and administrator certification requirements will be developed by the State Board of Education taking into consideration the standards and performance-based assessment system developed by the Commission on Student Learning.

The State Board will ensure that their new certification (licensure) requirements will be based on an individually assessed demonstration of competency for all newly certified teachers and administrators by 1996-1997. All existing certificates will be grandfathered.

Advanced certification for teachers in Washington will be optional and voluntary and be provided by the National Board for Professional Teaching Standards after 1996-1997. Any National Board Certified teacher will satisfy in-state certification requirements by the State Board of Education. The Commission on Student Learning shall examine reciprocity arrangments and construct a new set of relationships with out-of-state educators consistent with Washington's new higher standards.

Readiness to Learn

The state will provide an allocation, in addition to the regular K-12 allocation, of $5 million in 1993-1994 to pilot programs in 10 counties for technical assistance, planning and direct services to children; of $20 million in 1994-1995, $100 million in 1995-1997 and $140 million in 1997-1999 to assist schools to better meet the needs of children and families.

These resources will provide for an increase in direct services to children and their families.

These resources will be provided to promote and implement collaboration among individuals and organizations that serve children and families.

The funds are to be spent for collaborative services identified by approved local plans and reviewed by the Family Policy Council through interagency review committees. Plans should be developed by broadly representative local consortia with the local lead agency indentified by each consortium.

Local plans must include at least the following elements:

- Needs assessments for services in the community;
- Descriptions of available services and funding sources;
- Barrier reduction strategies, e.g., common eligibility forms, one-stop centers, common eligibility criteria;
- Detailed responsibilities of different agenices;
- Evidence of collaboration;
- Means to accommodate cultural diversity and changes in student populations, and ensure equity, access and relevance in the provision of services;
- Means to ensure parental involvement in planning and use of services, with a goal of increasing parental self-sufficiency in keeping children ready to learn;
- Locally determined measurements of process and student outcomes that demonstrate achievement of state goals;
- Evaluation systems that include self-monitoring, and;
- Evidence of community involvement in planning that includes the participation of targeted populations.

An increase in flexibility and authority for local decision-making, including technical assistance support, will occur. Increased accountability for service delivery and results will also occur as more services to children and families are provided.

The Family Policy Council will jointly review existing accountability provisions for service delivery to children and families and suggest to the Legislature, by November 1, 1993, accountability measures to ensure that resources are coordinated and used in an efficient and effective fashion. The Office of the Superintendent of Public Instruction shall serve as the fiduciary agent for the distribution of funds.

College Scholarships

By 1998, the Higher Education Coordinating Board and the State Board for Community and Technical Colleges will develop a two-year scholarship plan for deserving students who have achieved a Certificate of Mastery and have graduated from high school. The program will be coordinated with other scholarships and the Running Start program.

Additional Resources Provided by the Council's Proposal

The Council expects all members of this state's education community to seek the most efficient use of federal, state, and local tax dollars by promoting efficiencies in existing structures and employing new technologies.

In addition, the Council expects the state's move to an outcome-based education system will require districts to re-orient current procedures and programs to support students and staff in achieving the new performance standards. To this end, the Council recommends the Legislature, in consultation with the Office of the State Superintendent of Public Instruction, the Commission on Student Learning and the State Board of Education, undertake a comprehensive review of current K-12 spending practices and priorities. Schools for the 21st Century and other schools already using outcomes-based education models shall also be consulted.

The Council recognizes that the changes needed to establish and maintain the desired performance-based education system require additional dollars to complement this re-orientation of existing dollars. It is the intent of the Council that new spending proposed herein not supplant dollars now being spent on continuing and effective education and education-related programs. Nor should the spending proposals be in lieu of salaries and benefit increases that the Legislature may appropriate for employee groups.

Non-Legislative Recommendations

All aspects of education reform cannot be mandated by the state. Certain critical behaviors necessary for reform must be done by stakeholders of the education process. The following recommendations are essential for improving student performance, and the Council recommends and trusts that the appropriate parties will take them to action. Improving education will not happen unless a concerted effort of changing behavior and methods of operation is taking seriously.

To The State Board of Education and The OSPI

- Assist school districts with planning, training, management, curriculum development and instruction.

To Schools, Districts and Communities

- Ensure curriculum, instruction and necessary practitioners assist all students in achieving mastery of Essential Academic Learning Requirements.
- Use school facilities year-round.
- Participate jointly with local governments in inter-governmental capital and growth planning efforts.
- Develop internships and apprenticeship programs with business and community cooperation.

To The Business Community

- Business partners should be provided for all schools.
- Internships provided for students in career subjects.
- Students under 18 without a Certificate of Mastery who are not in public school should not be hired unless an education plan is jointly developed by the student, parent and employer.
- Apprenticeship programs developed and established for students with a Certificate of Mastery.
- Provide scholarships to low social-economic level and minority students who will become educators.
- Mentors assist students with career educational plans.
- Ensure that policies and practices encourage parental and employee involvement in educational activities.

To The Higher Education Community

- Coordinate with Commission on Student Learning to modify college entrance requirements as schools become successful under new outcome-based system.
- Coordinate with Commission on Student Learning to develop teacher preparation programs which will lead to certification based on individually assessed demonstration of competency.
- Recruit students from diverse ethnic and racial backgrounds to become educators.

To Parents/Guardians and Students

- Assure that education is treated as a high priority.

Glossary

Achievement:
Level of attainment or proficiency in relation to a standard measure of performance or of success in bringing about a desired end.

Assessment:
Act or process of determining the present level (usually of achievement) of a group or individual.

Baseline:
A reference line to compare an individual school's performance to that of the previous year.

Certificate of Mastery:
A developmental benchmark intended to establish a standard of performance tied to world-class levels. It is cumulative evidence of what students know and are able to do. The certificate is earned once all the components are mastered.

Commisssion on Student Learning (CSL):
Established by the Legislature in 1992 through SSB 5953. The Commission is made up of people appointed by the Governor and the State Board of Education. It is charged with developing statewide essential academic learning requirements, performance standards, student assessment systems including a Certificate of Mastery; planning and implementing a professional development process; and taking other actions to develop a performance-based education system.
The Commission sunsets in 1998.

Competence:
The individual's demonstrated capacity to perform, i.e., the possession of knowledge, skills and personal characteristics needed to satisfy the special demands or requirements of a particular situation.

Critical thinking:
Developing the capacity to think in a thoughtful, discerning way, to solve problems, analyze data, recall and use information, and integrate experience and knowledge to form reasoned judgments and solve problems.

Educators:
All certificated, administrative, and classified staff who have a responsibility to help students achieve the Student Learning Goals.

Essential Learning Requirements:
The academic and technical knowledge that students are expected to know and be able to do at specified intervals in their schooling. The essential academic learning requirements, at a minimum, shall include knowledge and skills in reading, writing, speaking, science, history, geography, mathematics, and critical thinking.

Family Policy Council:
The directors of five state agencies (the Department of Social and Health Services, the Office of the Superintendent of Public Instruction, the Department of Health, the Department of Community Development and the Employment Security Department), four legislators, and a representative of the Governor having oversight of the Family Policy Initiative, which is a collaborative undertaking among the five state agencies to improve efforts on behalf of children and families at risk. The Initiative has created a shared vision of a coordinated service delivery system for children and families. The Initiative was created in 1990; the Council was formally established by law in 1992.

G-CERF:
Governor's Council on Education Reform and Funding

Goal:
The objective to which an endeavor is directed.

Lifelong learning:
The philosophy that education is a constant process throughout one's life, not limited to formal schooling experiences.

Mentor:
An experienced, highly competent educator who assists the less experienced.

OSPI:
Office of the Superintendent of Public Instruction

Outcome:
A final consequence: RESULT.

Performance-based assessment:
Ways of assessing student and program achievement which require direct demonstration of the target knowledge and skill. Performance assessments include direct writing samples; open-ended questions; demonstrations; experiments; and group projects.

Performance-based/Outcome-based education:
A system designed to meet specific objectives or standards of what students should know and be able to do, with flexibility to the process necessary to achieve those objectives/standards. Students proceed through a performance-based (outcome-based) system by demonstrating competency. Everyone, from the schoolhouse to the statehouse, is responsible and accountable to citizens for meeting specific goals and outcomes and in which parental involvement is critical to student success.

Portfolio:
Selections of student work accumulated in a floder over a period of time for the purpose of assessing a student's progress and level of achievement.

Professional development:
An integrated, comprehensive set of educational and training activities for preservice and inservice educators intended to improve their professional knowledge, skills, attitudes and leadership in order for them to assist students in achieving desired learning outcomes and to continue to develop as professionals.

Site Council/Site-based Council:
A site-based decision making team comprised of parents, educators, community members, and age-appropriate students who are responsible for some aspects of school operations.

SSB 5953:
An education reform measure passed by the Legislature during the 1992 session.
PART I: repeals the 1987 legislation requiring that teachers applying for continuing level certification would need a master's degree; After August 31, 1992, repeals the 1987 legislation validating the initial teaching certificates for a maximum of seven years, validation period now to be determined by the State Board of Education; new teacher probation period is lengthened to two years; and requires the State Board of Education/G-CERF to submit a study to the Legislature of the requirements for the certification of teachers and administrators by December 1, 1992.

PART II: establishes a nine-member Commission on Student Learning and lays out the responsibilities of the Commission (see details under CSL).

PART III: expands the broad authority of school boards; establishes conditions for schools or school districts to seek waivers from certain statuatory requirements; and repeals the requirement that districts establish student learning objectives.

PART IV: provides for student learning opportunities for certain students as indicated by state test scores; removes the state minimum high school graduation requirements from statute and gives the State Board of Education responsibility for establishing these requirements in rule; and establishes limits for when a middle school or junior high student can receive high school credit for high school coursework.

PART V: revises the goal of the Basic Education Act and amends the program hour offering requirements effective September 1, 1998, except as provided otherwise.

Standard:
Criterion. An agreed upon level of performance or achievement which serves as a basis for decision-making.

Student Learning Goals:
Statewide standards for what students in the K-12 system must know and be able to do at each level of their education and upon graduation from high school.

World-class education:
Standards set for statistically comparable student populations throughout the leading countries of the world that reflect desired student performance.

Imagine Washington's New Schools

A perspective from Stephen J. Nielsen, Executive Director of the Council

The sorts of changes we have been considering cannot be accomplished overnight or even in the course of a single school year or two. They are changes that will evolve slowly over time. The Council has laid out a plan of attack for the rest of this decade. There will be problems and setbacks, to be sure. They should be acknowledged, not hidden or denied. Only when problems are identified can their underlying causes be sought and necessary improvements carried out.

Despite the anticipated difficulties, the proposal the Council has developed promises significant improvements in schooling and learning in Washington State. Imagine our children in the kinds of schools we envision by the turn of the century.

In **Clallam Bay**, the elementary school staff eagerly awaits the start of a new school year. The entire staff has spent ten days that summer completely redesigning their instructional offerings. Thanks to the funds made available under the Performance-Based Education Act, the staff has developed a new, ungraded, instructional approach which encourages students to move among subject areas as their interests grow and develop. By implementing a flexible schedule, every teacher enjoys one hour each day to plan instructional approaches or to meet with parents. All of the school's new teachers hold a performance-based certificate and nearly one-third of the more experienced teachers are working toward national certification. A local entrepreneur is devoting about ten hours a week to help the staff develop programming and computer-based software for instructional purposes.

The principal is particularly pleased with the school's new readiness to learn efforts. A team of educators and caseworkers from the county's department of social services has completed a census of low-income families in the community; developed vaccination, health screening, counseling and other follow-up services needed; and the school is now offering "intergenerational" literacy programming for pre-school children, parents and older brothers and sisters during its extended day care program. There is a new sense of optimism in Clallam Bay.

Or imagine a middle school in **Spokane**. On the first day of school, the principal is both optimistic and angry. "I'm glad," she says, "that we have these new resources and new thrusts." Then she shakes her head, "But I don't know what took so long.

For twenty years I have been telling the district and state that middle schools had distinct problems but were subject to all the regulations of elementary schools and, for good measure, high schools as well. The regulators missed the point: Middle school is where kids either make it or they don't. The kids who drop out of Spokane's high schools made the decision right here in my classrooms. But instead of responding to that, I spent all my time worrying about rules."

A team of teachers proudly describes their new curriculum. It is team-based and problem-centered. Teams of students are assigned real-world problems to solve. Teams might be assigned responsibilities for writing proposals to the city council to solve local traffic problems, including mathematical models of traffic flow; asked to design an experiment to measure lead content in the school's water; instructed to develop model budgets for typical local families; or directed to develop a presentation before the entire school on whether or not U.S. military commitments in Europe can be reduced following the end of the Cold War. Whatever the assignment, each team is expected to back up its arguments with data and charts developed at the school's new computer center. Teachers act more as team counselors and sources of advice and require each team to find and organize the materials it needs. The staff meets bi-weekly with mentor teachers to review student progress and problems and map out resources. All of the staff agrees that this real-world curriculum holds student interest better than former approaches.

A high school in the **Methow Valley** is humming as the first quarter draws to an end. A steady stream of local employers has been giving a single message to the entire student body: the high school diploma is more important than before, because it includes the state's new certificate of mastery. Whether responsible for English, chemistry, geometry, electronics or auto body shop, every teacher has organized classwork to emphasize the certificate of mastery—communicating, applying core concepts, reasoning and problem-solving.

The school's director of guidance is overseeing a school-wide review of student records to identify those who may need intensive help to plug gaps in their educational backgrounds. "The certificate of mastery sets up the most exciting thing in this school," he says. "We used our professional development grant to remake the last two years of school and the kids love their options. Some specialize in health sciences, others in human services; and we have programs in computer-integrated manufacturing, office systems, and advanced college placement."

He notes with satisfaction that recent follow-ups indicate slow but steady improvement in graduation rates, job placement and college enrollment. "The certificate of mastery is really important," he says. "These kids and their parents understand now that what they do here every day makes a big difference in what they will be able to do tomorrow."

A New Beginning:

The Council's proposal promises a new beginning for teaching and learning in Washington State. Our recommendations define a comprehensive, integrated agenda. All of the parts fit together and depend on each other. New learning standards cannot be attained in the abstract; they must be assessed. Higher standards cannot simply be demanded of schools; local educators must enjoy the flexibility they need to meet them and the support of the larger community. New visions cannot bring themselves into being; additional resources are required to get from here to there.

The broad agenda we have set forth will not be accomplished tomorrow or next week. Nor can it be accomplished if it is regarded as the sole responsibility of teachers and school staff. Everyone has a role to play; all must do their part. This document includes a section outlining the specifics of the legislation the Council proposes and a series of recommendations to encourage state and local support for the Council's proposal. Students have a responsibility to work hard in school; parents must take their obligations seriously; state and local superintendents and boards must become advocates for learning goals, not monitors of school regulations; business leaders and the academic community must become more intensely involved in advancing and supporting new learning objectives.

The Council does not underestimate the difficulties ahead, but neither can it ignore the fact that delaying implementation can only compound them. All who care about this state's future should join in a new effort to put Washington's children first. If, together, we make a start immediately, the agenda set forth by this Council can be well in place as a new century dawns. With it in place, Washingtonians will have taken a major step toward securing the future of their children, their families, their communities and their state.

Additional Comments

December 15, 1992

The Honorable Booth Gardner, Governor
State of Washington
Legislative Building
Olympia, Washington 98504

Dear Governor Gardner:

This letter articulates my support for the report of your Council on Education Reform and Funding and notes my concern for some remaining issues. I am signing the report because it proposes a comprehensive and systematic approach to education reform. Moreover, it is founded on fundamentally important principles. They include:

- the proposition that all children can learn;
- that to be successful in that endeavor we must personalize education for all children;
- that the qualitative measure of schools is results; i.e., what students know and are able to do as a result of schooling;
- that to focus on results we need vastly improved assessment systems and practices;
- that instructional practices should be premised on the needs of individual learners;
- that to accomplish this reformation of schooling, our staffs need time and training;
- that additional finances are required to support that time and training;
- that local flexibility and freedom from lock-step, bureaucratic mandates can stimulate the imagination and capacity of local schools to pursue more effectively the state's expectations for student performance; and
- that shared decision making is an important tool for releasing that imagination in our schools.

My Association and I have apprehensions about some aspects of the report and reserve the right to speak out and work for alternatives to those parts of the report.

But on the whole it is essential that our Legislature and the people of Washington recognize that our schools can better serve our children and that there is a coherent set of principles contained in this report which will enable us to cause that to happen. To reject the report would be to reject those principles along with those elements which we think have not had adequate attention.
Therefore, I gladly sign the report but serve notice that the WSSDA and I will aggressively continue to pursue the agenda for school improvement which our members have established. Of course most of that agenda and the fundamental principles of this report are consistent.

I want to thank you, Governor, for initiating this effort; and I look forward to working with you in the coming months to translate these important ideas into reality.

Sincerely,
Thelma Jackson

Republican Council Members
Improving Student Performance, Completing the Task
An "Additional Perspective," prepared by Representative Clyde Ballard, Representative John Betrozoff, Senator Emilio Cantu and Senator Jeannette Hayner

The Governor's Council on Education Reform and Funding ("the Council") has prepared recommendations to remold our public schools — and to reshape our image of what our schools and students can accomplish.

Members of the Council are to be commended for devoting extraordinary time and effort to their tasks, and for producing a set of concepts that embrace a national effort to restore the United States as a world education, social and economic leader.

The Council has now released a set of recommendations. It is our opinion, however, that the task is not complete. We here set forth further recommendations on issues that should be addressed if we are to meet the expectations of those who looked to the Council for guidance.

From the outset, the Council's goals included a school system in which educational excellence, quality and global economic competitiveness are top priorities. For our children, we sought a system that would produce an educated, work-force-ready citizenry, prepared to strengthen our diverse, vibrant society and fulfill this state and nation's economic destiny.

Achieving such lofty goals means more than merely changing the process by which students are educated; all involved in the education process must challenge the basic assumptions that helped develop the system we have today.

We hoped to create new means of involving and empowering parents and educators. We sought new levels of rigor and quality in organization, instruction, pre-service and in-service education, assessment, and accountability.

Early in its deliberations, the Council produced a broad set of concepts that might have established a sound basis for developing a specific educational game plan:

- Validating the " all kids can learn " concept
- Requiring a performance-based education system
  - Setting common statewide student goals
  - Matching essential learning requirements to goals
  - Creating a world class assessment system
  - Developing a system to ensure accountability
- Increasing the quality of professional development
  - Reducing State laws, regulations and bureaucracy
  - Increasing the use of technology
  - Coordinating delivery of social and health services
  - Making a long-term commitment to reform
  - Insisting on an integrated process

Council members appeared to embrace this framework as one around which a restructured public school system would emerge. But the press of time and the scope of the task prevented the Council from adequately discussing or resolving many of the issues presented. The Council could not always come to a common understanding of what the framework meant. Some concepts were discussed in detail and included in the final report. Unfortunately, others were never supplemented by specifics.

Now, the chance for meaningful reform is in jeopardy. The rhetoric is emerging: The focus is back on input, higher funding levels, the clout of individuals and interest groups, and the possible need for new taxes to implement reform. Consequently, reception of the final report by elected officials, the media and the public is mixed.

We must work toward resolving the issues still unresolved. It is essential that we continue our shared commitment to the reform process. We believe the following must be resolved if effective education reform is to begin:

Historical Positions.
The traditional education establishment, including the Office of the Superintendent of Public Instruction ("OSPI"), the Washington Education Association ("WEA"), and the Washington State School Directors' Association ("WSSDA") seem unprepared to share control over local schools with parent groups or others, and seem unwilling to place meaningful reform above their historic political and monetary agendas:

a. OSPI — control over school district reform efforts.
b. WEA — member salaries, class size, benefits, pensions, control through bargaining, opposition to alternative certification, opposition to increased parent involvement and authority, and opposition to performance-based compensation.
c. WSSDA — concern with delegation of authority to schools.
d. Inability to see benefits of world class standards, use of best educational practices.

Public Support.
Issues of concern to parents and the public — as validated by the focus groups — were given little attention:

a. Lack of confidence in schools' ability to change.
b. Questions about lack of basic skills, discipline and standards.
c. Questions about use of existing school funds.
d. Reluctance to increase funding without better assurance of a return on the increased investment.

Public support might also be gained by ensuring greater accountability, reinforced by a legislative oversight committee.

Need for Increased Parent Representation.
Despite repeated pleas from parents' groups, including the Washington State PTA, the Council did not include someone representing parents on the panel. This decision was counter to our goal of "stakeholding" and will prevent broad-based acceptance of our recommendations by the public.

Local Governance.
Parents and the general public want to restore their authority in school and school district instructional decision making. But traditional education forces seem to fear any erosion of their own authority, and appear unwilling to allow any additional citizen decision-making. Decision making at the community level, with significant citizen input, is critical to successful reform.

Trade-offs and Buy-in.
Reform will succeed only if all parties participate equally in its implementation. The education establishment must recognize the benefits of equal participation as a trade-off for relinquishing some control and steering away from their traditional political and monetary agendas.

Instructor Accountability.
Still unresolved are the continuing-contract problems that prevent school districts from relieving incompetent teachers of their positions. We must change the continuing-contract law — without disrupting job security — to ensure the best education for students and greater accountability for parents and the public.

Freeing Districts Legally and Contractually.
Collective bargaining rights for education employees must be recognized. However, these rights should not restrict schools' flexibility when deregulation and decentralization of decision-making is achieved. Neither school board resolutions nor collective bargaining agreements should be permitted to undermine the gains achieved through education reform.

Responding to the Needs of Schools.
A few dozen school districts have implemented the use of "best educational practices" and "research that works," and have done so within existing fund sources. Now is the time for more widespread implementation. Those schools and districts ready, willing, and able to move forward should be the focus of deregulation and funding, and should be encouraged to get started.

Role of State Superintendent.
The Office of the Superintendent of Public Instruction has not actively participated in school reform at the grass roots level in past years. OSPI has expressed more interest in legal issues of control and compliance than in helping districts innovate to improve student performance. This prompted the Legislature to create the Commission on Student Learning and the Quality Schools Center. Schools and districts need a resource to provide them with the help they need.

Need for Specifics and Inclusion.
To gain legislative support, statewide goals must be more specific and the details of those goals must be worked out by educators, parents, business, community people acting as equal partners. Such a partnership should address these issues:

a. How can we measure the effectiveness of the funds already in use in our schools today?
b. If greater funds are appropriated, how can we ensure they are used effectively?
c. Will passage of new regulations framed to produce world class students really work?
d. What is meant by local control? Control by whom?
e. Why can't the student goals be more specific and explicit?
f. How can parents measure their children's progress?
g. How can incentives, rewards and sanctions be implemented effectively to improve teacher and student performance?
h. How do we define "world class standards?"

It is our opinion that the goals as set forth in the Council's recommendations are not understandable or specific enough to allow for clear guidance, direction, assessment or accountability. And until new standards and a system of assessment are established, proven effective, and have the public's confidence, standardized tests should continue to measure student progress.

Incentives for High Performance
The Council's recommendations call for incentive rewards to schools that meet "performance goals." The wording of the recommendation at page 28 of this report does not

clearly reflect our opinion that the baseline for assessing performance should be a function of the new world class standards called for in the Council's recommendations, and not of the standards to which we hold students today. When this issue was raised in Council meetings, no Council member expressed disagreement with the conclusion that rewards should go to those schools whose students meet and exceed new, world class standards, and not to schools that merely demonstrate improvement over today's performance.

Emphasis on Outcomes for Educators.
The education system should welcome those who demonstrate that they are able to effectively educate. Like a student in a performance-based education system, an educator's ability should be measured not by whether certain prerequisite courses have been taken, but by whether mastery actually exists. Salary schedules also must be based not solely upon years of experience and whether meaningful targeted continuing education courses have been taken, but also upon student performance. Also, outstanding individual educator performance should be recognized.

Although the Council was organized to address both reform and funding, historic spending increases for education show that more money has not been the answer to better schools. Our schools have suffered (1) from having low or no standards, (2) from having all of society's problems assumed by our schools, (3) from laws, regulations and bargaining agreements that put a gap between parents, teachers and teaching, (4) from allowing special interests to set educational agendas, and (5) from focusing too much on input rather that on outcomes. More money is not the simple answer today.

Will reform cost money? Probably.
Should reform be centered around historic funding questions, i.e. salary increases, reduced class size, increased benefits and pensions? Not if we are to succeed. Unfortunately, important issues that relate to funding, most notably where efficiencies could be made to ensure the most appropriate use of existing revenues for education, were not fully addressed by the Council.

To those who still look at education's problems in the context of our "old" system, we challenge you to look forward. As the Council has heard repeatedly, "If you don't like the way things are going today, it is not correct to think that just doing more of the same old thing will make things better." Our challenge to meet must be the development of and insistence on world-class standards for our schools and students, not simply new rewards for the same performance.

The Position of the Washington Education Association

The recommendations of the Governor's Council on Education Reform and Funding represent the potential for positive change in Washington public schools. Council members Carla Nuxoll and C.T. Purdom will sign the report, with reservations, representing the 57,000 members of the Washington Education Association. Our signatures on this report represent the willingness of Washington school employees to embrace and work toward school change and improvement.

It is important to note, however, that our signatures do not imply that the Council's proposals alone will solve the problems of an historically underfunded school system. Despite their positive aspects, the GCERF recommendations represent an incomplete plan for school restructuring and neglect major issues that are critical to long-term stability for our school system and success for our students. We are signing the report with the following reservations, which specify why the Council recommendations fall short of providing for the "world class" education system to which they aspire.

Funding

Washington public schools rank 25th in the nation in per-pupil expenditures at $5,331 — $135 per student less than the national average. The GCERF plan does nothing to rectify this chronic underfunding.

If the Council were held to the same standards it proposes for students — outcome-based with success determined by meeting stated goals — then it has failed by refusing to complete its third charge as stated in the Governor's Executive Order establishing the Council: "(to address) the efficient use of existing funds, the prioritization of those funds and methods to obtain necessary additional funds."

Restructuring cannot occur without adequate funding, and funding to build a better system for tomorrow cannot come at the expense of today's needs. By failing to live up to its title — a Council on Reform AND Funding — GCERF has produced a report which not only lacks an identified source of funding to pay for the proposed reforms, but which ignores the more immediate needs of an historically underfunded system.

Class size

Students come to school today with more problems than ever before and must receive individual attention to succeed. But Washington state ranks 49th in the nation in class size. With classes as large as 45 students, educators have little time to deal with students one on one.

The GCERF plan offers no solution and, in fact, fails even to mention class size as a concern. It deals neither with the staffing or construction improvements necessary to reduce overcrowding or to prepare for the 170,000 new students projected for the next five years.

Special needs students

We believe, as does the Council, that "all children can learn at significantly higher levels." Some, however, need more assistance to help them learn. The Council places these expectations on our diverse student population — the multicultural, gifted, severely handicapped, learning disabled, limited-English-proficient, low-income, etc. — and on those who educate them, but fails to provide adequate tools and funding to help them achieve those goals.

Salaries and benefits

The new school system envisioned by the GCERF proposals would demand an enormous investment of time, energy and commitment from school employees, who already are working harder, longer and with fewer resources than they need. While many educators welcome such change, it nonetheless would require all staff to operate in a risky environment with unclear expectations and undetailed consequences.

It must be clear to the Legislature that the school employees charged with implementing the reforms cannot be expected to embrace such sweeping change without some recognition of their contributions. Competitive salaries, benefits and retirement to attract and retain talented school employees are critical to the success of any reforms.

Local levies/local decisions

Not only does the state fail to adequately fund basic education, but it limits the amount of money local communities can raise to help rectify the state's inadequacies. The state-imposed cap on the money local voters may choose to spend on their schools — the levy lid — must be raised or lifted. At the same time, the state must provide ample equalization funds to districts unable to generate adequate local funds. This is yet another funding issue neglected by the Council report.

Other considerations

WEA members appreciate the essential contributions parents make to the education system. The inadequate involvement of parents in the process for developing the recommendations make it virtually impossible to ensure parental understanding and acceptance of the proposals. In addition, the connection between higher education and the K-12 system is not adequately addressed in the report.

The GCERF proposals

The proposals which have the greatest potential for improving schools include student learning goals, mentor teacher program, additional planning days, and technology and readiness-to-learn funding. Other recommendations are more troublesome; our concerns include:

The Certificate of Mastery —
The dangerous potential exists that the certificate may "track" some students, particularly minorities and the poor, into non-college-preparatory programs and that it may even inadvertently increase the dropout rate.

The Commission on Student Learning —
The Commission is an unnecessary bureaucracy whose duties should be performed by the Office of the Superintendent of Public Instruction and State Board of Education. Should the Commission ultimately be assigned the responsibilities proposed by GCERF, it should be comprised of a majority of classroom practitioners.

Rewards, Assistance and Consequences —
The "consequences" are unclear and a way to assess success and failure is not specified. This lack of clarity produces a risky, threatening environment for school employees.

Funding formula —
The plan does not specifically recognize student needs and barriers to learning (major handicapping conditions, poverty, etc.). The six-year delay in implementation is too long and will exacerbate current funding problems.

Deregulation —
Care must be taken to protect laws which guard the rights of special needs students and school employees.

Certification —
Practitioners must be involved to ensure appropriate development and implementation of the program and assessments.

A Final Word

Although the report fell short of our expectations, we appreciate the sincere efforts of all Council members. As the report moves into the legislative arena, we must emphasize that WEA's primary goal will be to work toward the improvements our members have identified as essential to better learning conditions for students and better working conditions for school employees: class size reduction, funding improvements, meaningful restructuring and better staff salaries, benefits and retirement.

Carla Nuxoll, WEA President

C.T. Purdom, WEA Vice President

December 23, 1992

Governor Booth Gardner
Office of the Governor
Legislative Building
PO Box 4002
Olympia, WA 98504-0002

Dear Booth:

Enclosed is my signature to be added to those of other Council members on the report to the Legislature from The Governor's Council on Education Reform and Funding. While I strongly support the recommendations that we move as a system to outcome-based education for Washington State students; develop alternative forms of assessment that allow us to measure accurately what students know and are able to do; make time available to education personnel to plan and implement such a system; ensure that all students have truly equal opportunities to learn, taking into account their individual needs; and provide for maximum local control of decisions affecting children's education, I do want to state clearly several key reservations to recommendations included in the report.

First, the duties assigned to the Commission on Student Learning are overwhelming in number and complexity and do not recognize the initiatives already underway in Washington State, both in local districts and at the state level. Many districts have begun a process of standard-setting, and similar efforts are also being pursued by the State Board of Education with assistance from my staff. Outcome-based learning and assessment have already become a focus of efforts in this state through our involvement in two national consortia for the development of an outcome-based assessment system. We have established Professional Development Centers in each Educational Service District as a resource for quality staff development for certificated and classified staff, supervision of student teachers, providing a successful mentor teacher program for new teachers and for the recruitment of new teachers. There has been a continuing process of reviewing teacher certification and preparation with constant updating of these processes by the State Board of Education and Superintendent of Public Instruction. Members of the Commission on Student Learning, at their December 16, 1992, meeting expressed a unanimous desire to build on the existing efforts, recognizing the expertise of our staff and the forward thinking activities in which we are already engaged. This is important not only from a cost perspective, but is a recognition of the reality of our position.

We are well past the stage of initial development in many of the activities assigned to the Commission on Student Learning.

Based on the reality of the work already being done by existing agencies and staff, the responsibilities of the Commission on Student Learning should focus on the development of standards for student achievement and assessment models. Other duties such as professional development, the mentor program, curriculum integration and school assistance/rewards programs should be done through my office and the State Board of Education, with provision for necessary added resources.

A second concern is the timelines for several activities: review of all regulations; enforcement of the certificate of mastery, as a "gateway" step, by 1997 for students who have not had an opportunity to participate in the restructured system for a period of time sufficient to meet legal requirements of notice; completion of all assessment tasks for secondary essential learnings within two years of establishing elementary standards and assessment; and expectation that all staff, current and entering, would be trained in new standards, assessment and building management skills so that every school in the state is fully involved in the new system by the fall of 1997.

The combination of duties and timelines detailed in the recommendations are unrealistic to the point of setting system restructuring up for failure. All of us want to see improvements in our education system move as rapidly as possible, but "possible" hinges on a number of knowns and unknowns we must recognize and accommodate, not the least of which are issues of public understanding, involvement and willingness to support changes.

A third concern centers on the cost estimates included in the report, some of which are unrealistically high and others much too low in terms of real cost. In order to maintain credibility with the Legislature and the public, we must be as accurate and cost conscious as possible.

A fourth concern, the question of the State Superintendent of Public Instruction's constitutional responsibility for "supervision over all matters pertaining to public schools," was addressed in the recommendations, but the language regarding that responsibility is not consistent throughout the report. Legislation must speak to that issue, clearly recognizing the superintendent's constitutional authority.

Finally, all of us—Council members, legislators, parents, educators, citizens—must consider with open hearts and minds the December 1992 Kids Count report on our progress (or lack thereof) as a state in meeting the wider needs of our state's children. We cannot continue to talk about how much we care about our children and how high our expectations of them are going to be, and yet, increasingly fail to meet even the most basic needs of many of them. Commitment to the future of our children cannot be put off until tomorrow. High standards and meaningful assessment are not a substitute for food, shelter, health care, and basic human nurturing.

The opportunity to serve with other Council members has been a worthwhile experience. I look forward to working now with the Commission on Student Learning and the Legislature to further our efforts.

Sincerely,
Judith A. Billings
State Superintendent
of Public Instruction

Statewide Community Forums
Held for Public Information and Comment

On the Student Learning Goals:
February 8, 1992, Seattle;
February 11, Vancouver; February 12, Spokane;
February 18, Yakima; February 19, Tacoma;
February 27, Wenatchee; February 29, Bellevue
and Telecommunications with several remote sites;
March 2, Kennewick; March 3, Bellingham;
March 4, Everett; March 10, Olympia;
March 16, Bremerton.

**On the Sub-group Recommendations -
June 8, 1992, "Super Saturday":**
Simultaneous forums held at the following eight
locations - Pasco, Redmond, Seattle, Shelton,
Spokane, Tacoma, Vancouver and Wenatchee

**On the Council's Draft Recommendations,
November 9 - 16, 1992:**
Longview, Seattle, Pullman, Yakima, Everett,
Federal Way; Teleconference downlink sites
at Cashmere, Joyce, Mt. Vernon, Moses Lake,
Olympia, Omak, Pomeroy, Prosser, Metaline Falls,
South Bend, Spokane, Tekoa, Walla Walla and
Washougal.

Acknowledgements

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Kerry Killinger, Co-Chair, Chair, President and CEO, Washington Mutual

Council Members

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Jeannette Hayner

Frank Shrontz

Other Members

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Walker Collins, Executive Vice President, Washington Trust, Spokane

Phyllis "Bunker" Frank, Yakima School Board

Ed James, Principal, Emerson Elementary, Seattle

Dr. Bernard Oliver, Dean, WSU School of Education

Suellen Harris-Pope, Teacher, Wenatchee

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Kim Peery

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Ivy Chan, Teacher, Garfield Elementary, Olympia

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Kim Peery

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Walt Ruffles, Superintendent, Cheney School District

Leon Smith, CEO, Emerald City Bank

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Kathleen Anderson, President, State Board of Education

Ben Edlund, Superintendent, Moses Lake School District

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Linda Carlson, Co-Chair; Washington State PTA President

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Claire Irwin

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Rainer Houser, Principal, Edmonds-Woodway High School
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Jane Blumenthal, Microsoft Corporation
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Robert Fieldman, Vocational Workforce Coordinating Board
Karen Gray, Principal
Chris Held, Elementary School Teachers' Association
Marcia Holland, Washington State Parent Teacher Assoc.
Al Huff, Washington State Information Processing
Bob Hughes, The Boeing Company
Tony Jongejan, College of Education, Western Washington University
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Karen Morse, Middle School Teachers
Jon Nelson, Educational Service Districts
Steve Nourse, Special Education
Janice Perry, Washington Education Association
Rosalind Philips, High School Teachers
Dennis Small, Office of the Superintendent of Public Instruction, Education Technician
Robert Steiner, Higher Education
Hank Voderberg, Middle School Teachers
Tom Woods, Washington Association of School Administrators

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Acknowledgements

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Dr. Shirley McCune, Senior Director, McREL Center for Educational Equity
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Joyce Reinke, Assistant Superintendent, Oregon Department of Education
Dr. Michael Strembitsky, Superintendent, Edmonton schools, Alberta, Canada
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Dr. Arthur Wise, National Center for Accreditation of Teacher Education
Jeane Wolley, Board Vice Chair, Oregon Department of Education

with special thanks to:

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Senior Education Consultant, National Business Roundtable
Geoff Bellman, Consultant, GMB Associates
Dr. Brian Benzel, Superintendent, Edmonds School District

In naming individuals who have given significant time and effort to this project, regretfully some names may have been omitted. Our sincere thanks go to all of you and to the thousands of interested people who contributed in important ways to the ideas found in these recommendations.

For additional copies of this document contact

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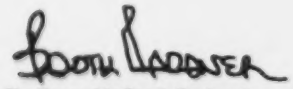
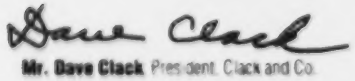
Legislative Building
Olympia, Washington 98504

Endorsements

We, the members of the Council on Education Reform and Funding, recognize the need to create a performance-oriented education system for the State of Washington. We endorse an educational reform package that is broadly represented through our report, "Improving Student Performance." While the signatories do not agree on every specific provision in the report, we do agree that the fundamental shift to an outcome-based educational system is essential to the future of our children and our state. We call upon the state, higher education, school districts, schools, parents, students, business community and other citizens to embrace these ideas and integrate them into the daily and ongoing practice of education.



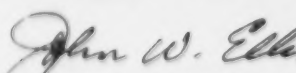
The Honorable Booth Gardner Governor



Mr. Dave Clack President, Clack and Co.

with Reservations

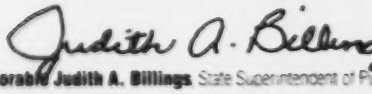
The Honorable Clyde Ballard* Washington State Representative



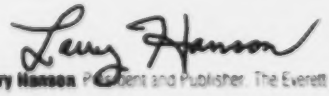
Mr. John W. Ellis Chairman, Puget Sound Power & Light Company

The Honorable John Betrozoff* Washington State Representative

The Honorable Marc Gaspard Washington State Senator



The Honorable Judith A. Billings State Superintendent of Public Instruction

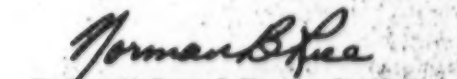


Mr. Larry Hanson President and Publisher, The Everett Herald

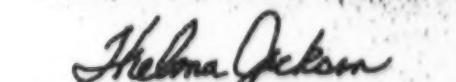
The Honorable Emilio Cuetо* Washington State Senator

The Honorable Jeannette Hayner*, Washington State Senator

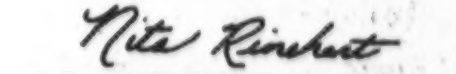
Ms. Claire L. Irwin, President, Public School Employees of Washington



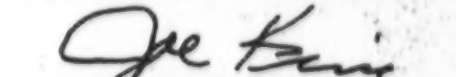
The Honorable Norman B. Rice, Mayor, City of Seattle



Ms. Thelma Jackson, Past President, Washington State School Directors' Association



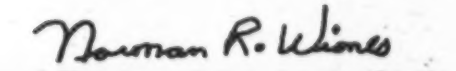
The Honorable Nita Rinehart, Washington State Senator



The Honorable Joseph E. King, Speaker of the House

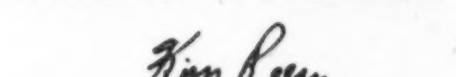
Mr. Frank Shrontz, Chairman and Chief Executive Officer, The Boeing Company

Ms. Sally G. Narodick, Chief Executive Officer, Edmark Corporation

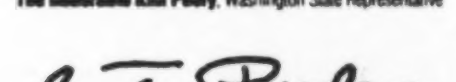


Mr. Norman R. Winner, President, Washington Association of School Administrators

Ms. Carla Nuxoll, President, Washington Education Association



The Honorable Kim Peery, Washington State Representative



Mr. C.T. Purdom, Vice-President, Washington Education Association

*These Council members submitted *an "Additional Perspective"* found on pages 47 thru 51 of this report.

STATE OF WASHINGTON
OFFICE OF THE GOVERNOR
OLYMPIA
98504-0013

BOOTH GARDNER
GOVERNOR

EXECUTIVE ORDER EO 91-04

ESTABLISHING THE GOVERNOR'S COUNCIL ON EDUCATION REFORM AND FUNDING

WHEREAS, there is dramatic evidence that we must significantly improve the performance of all students in our public education system; and

WHEREAS, this can only be accomplished if our education system undergoes fundamental changes and the necessary funding is committed to these changes;

NOW, THEREFORE, I, Booth Gardner, Governor of the State of Washington, by virtue of the authority vested in me, do hereby establish the Governor's Council on Education Reform and Funding.

I. The Council is charged with the responsibility to develop a long-term action plan to reform the state's public elementary and secondary schools and significantly improve student performance. In developing this plan, the Council shall incorporate the work of the Commission on Student Learning. At a minimum, the plan should address:

A. The creation of an educational system that is flexible and allows each individual to achieve at high levels;

B. The creation of a system that is performance-oriented and emphasizes results rather than the maintenance of existing policies and procedures;

C. The efficient use of existing funds, the prioritization of those funds and methods to obtain necessary additional funds.

II. Members of the Council shall include the Superintendent of Public Instruction, a school district director, a school administrator, two certificated instructional staff, a classified school employee, and six public members appointed by the Governor. The membership shall also include eight legislators: the Speaker of the House, the House Minority Leader, the Senate Majority Leader, the Senate Minority Leader, and one additional member appointed by each House and Senate caucus.

III. The Governor shall serve as Chair of the Council.

IV. The Council shall seek to operate on the basis of consensus but may establish procedures to approve action or other activities as needed. The Council may establish an executive committee and such subcommittees, technical advisory committees and staff committees as it deems necessary.

V. The Council shall issue an interim report and action plan by December 1, 1991, with a final report and action plan completed by December 1, 1992.

VI. The Chair shall establish the Council budget from funds provided and pay Council meeting and member's travel expenses, if not otherwise covered, pursuant to standard state procedures.

VII. This Executive Order shall take effect immediately.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Seal of the State of Washington to be affixed at Olympia this 14TH day of May, A.D., nineteen hundred and ninety one.

Governor of Washington

BY THE GOVERNOR:

Secretary of State
ASSISTANT